REPORT RESUMES

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LIBRARY SERVICES FOR THE NATION'S NEEDS, TOWARD FULLFILLMENT OF A NATIONAL POLICY. REPORT OF THE NATIONAL ADVISORY COMMISSION ON LIBRARIES.

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THE BASIC CONCLUSIONS OF THE NATIONAL ADVISORY COMMISSION ON LIBRARIES AND SPECIFIC RECOMMENDATIONS FOR THE DEVELOPMENT OF LIBRARY AND INFORMATION SERVICES ARE PRESENTED IN THIS REPORT. INFORMATION UPON WHICH THESE CONCLUSIONS AND RECOMMENDATIONS ARE BASED CAME FROM FORMAL TESTIMONY, INFORMAL DISCUSSION, REGIONAL HEARINGS, AND SPECIALLY COMMISSIONED STUDIES ON RELEVANT TOPICS. THE FUNDAMENTAL RECOMMENDATION OF THE COMMISSION IS THAT IT BE DECLARED NATIONAL POLICY THAT THE AMERICAN PEOPLE SHOULD BE PROVIDED ADEQUATE LIBRARY AND INFORMATION SERVICES AND THAT THE FEDERAL GOVERNMENT, IN COLLABORATION WITH STATE AND LOCAL GOVERNMENT AND PRIVATE AGENCIES, SHOULD LEAD IN PROVIDING SUCH SERVICES. OBJECTIVES ARE STATED FOR OVERCOMING CURRENT INADEQUACIES IN ALL ASPECTS OF LIBRARY AND INFORMATION SERVICES. RECOMMENDATIONS FOR ACHIEVING THESE OBJECTIVES INCLUDE--(1) ESTABLISHMENT OF A NATIONAL COMMISSION OF LIBRARIES AND INFORMATION SCIENCE AS A CONTINUING FEDERAL PLANNING AGENCY, (2) RECOGNITION OF THE LIBRARY OF CONGRESS AS THE NATIONAL LIBRARY OF THE U.S., (3) ESTABLISHMENT OF A FEDERAL INSTITUTE OF LIBRARY AND INFORMATION SCIENCE, (4) RECOGNITION OF THE IMPORTANT CURRENT ROLE OF THE U.S. OFFICE OF EDUCATION IN MEETING LIBRARY SERVICE NEEDS, AND (5) STRENGTHENING OF STATE LIBRARY AGENCIES. APPENDED ARE THE STATEMENTS ESTABLISHING THE PRESIDENT'S COMMITTEE ON LIBRARIES AND THE COMMISSION AND LISTS OF SPECIAL STUDIES, REGIONAL HEARINGS, AND THE COMMISSION MEETINGS AND WITNESSES. (JB)

Report of the
National Advisory Commission on Libraries
July 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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LIBRARY SERVICES FOR THE NATION'S NEEDS

toward fulfillment of a national policy

ACKNOWLEDGMENTS

The appendixes of this Report of the National Advisory Commission on Libraries contain lists of the witnesses who offered testimony and organizations which submitted useful special studies. Many other individuals in one way or another contributed to the efforts of the Commission. It is appropriate here to mention our particular thanks to Dr. Frederick H. Wagman, Director, University Library, The University of Michigan, whose preliminary compilation of written material at the request of the Commission served as indispensable resource for discussions at its final meetings and enabled the distillation of content for the December 1967 preliminary Report and the present Report to be completed within the limited time available. Finally, the Commission wishes to thank the officials and agencies of the Federal Government, whose cooperation has been most helpful from the beginning.

LETTER OF TRANSMITTAL

National Advisory Commission
on Libraries
Suite 6800 West
200 C Street, S.W.
Washington, D.C. 20204

July 1, 1968

The Honorable Wilbur J. Cohen
Secretary, Department of Health,
Education, and Welfare
Chairman, President's Committee on
Libraries
Washington, D.C.

Dear Mr. Secretary:

In accordance with the Executive Order of the President of the United States, we are pleased to transmit to the President's Committee on Libraries the recommendations of the National Advisory Commission on Libraries. The Commission believes that its six broad objectives for the transitional and future development of library and information services can be achieved responsibly and realistically through the structural and organizational recommendations set forth in these pages.

The Commission has tried diligently to meet its charge as set forth in Chapter 1 of this Report. We have met eleven times as a full Commission to discuss library problems and potentials as perceived by a most interesting diversity of viewpoints represented by our membership. We have heard formal testimony and had informal discussions with technological experts, librarians, people from government and private agencies, and a variety of users and producers of both conventional literary material and newer forms of informational transfer. Regional hearings were held in communities throughout the country by members of the Commission to ascertain the people's library needs at the grass roots of our nation. Special studies on a number of relevant topics, in most cases specially commissioned by us, were submitted to the Commission and contributed to our deliberations on problems and issues. Already, areas for vital new research are evident.

On the basis of deliberations through early December 1967, the Commission had agreed on its recommendations and reached some basic conclusions on fulfilling the national policy we recommend for library services appropriate to the needs of the people. We presented these conclusions and our specific recommendations in a preliminary Report dated December 1967. Since then, the Commission has prepared a chapter analyzing its response to the President's charge, completed a statement on library manpower for Chapter 3, and made certain other refinements and modifications in the five basic recommendations now set forth in Chapter 4.

The work we have started can continue most meaningfully through the combined efforts of many existing and evolving entities, coordinated by the overall planning efforts of our recommended National Commission on Libraries and Information Science. There must be continuing, coordinated study and action in the years ahead -- it is an ongoing, never-ending venture. Because the results of all the activities of the present Commission can continue to provide resource on library and information science and service in the future, we are supplementing our Report with a forthcoming volume which will be based on a variety of materials and data, including the special studies, in an attempt to synthesize and document a complex set of problems and issues.

At this time, it is our hope that the President's Committee on Libraries will study our Report and commend our proposals for action to the early attention of the President and the Congress. The problems are urgent. A sound beginning can be made.

Sincerely yours,

Douglas M. Knight

Douglas M. Knight
Chairman, National Advisory
Commission on Libraries
President, Duke University

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FOREWORD

When the President appointed the National Advisory Commission on Libraries more than a year ago, he gave it a demanding task, and one with urgent as well as enduring aspects. He asked the Commission to consider the nation's library structure, the nature of the present and wisest possible future involvement of Federal support in the development of national library and informational resources, and the most effective shaping of those resources to our common need as we can picture it over the next decade. This third concern of the Commission has been for resources of every kind, and needs at every level. We know very well how difficult it is to relate Federal and local, public and private sources of support and definitions of purpose, but we have tried to suggest some of the ways in which that crucial job can be done.

Our recommendations will be understood best, I think, by seeing them as they result from our basic concern for adequate library resources. This concern may in its turn seem simple or self-evident until we look at the history of libraries and the needs of this country in the late 20th century--needs which grow equally from the individual citizen and the large corporation, the pioneering university and the complex Federal agency. The historical growth of libraries is a vivid commentary on our problems today, in fact, for we see at major periods in the past the development of one or two particular kinds of library. Today we have the whole array of libraries alive at once; our world demands this variety, while our achievements and our great need grow from it. We are Alexandrian or Renaissance citizens in our development of great book and manuscript collections which range across the past of Western culture; we are Roman or Baroque in many of our superb private and personally shaped libraries; we are medievalists in our development of libraries for specialized fields of learning; and we continue the public or national traditions of the 18th and 19th centuries in our great Federal, municipal, and university libraries. Just as we have an astonishing range of demands on our libraries, so we have range in the kinds of library we create and support.

But what in fact do we mean by a library? We must ask this elementary question, because we are surrounded, almost overwhelmed, by the tangible fact of libraries. We take their meaning, like their existence, too much for granted. That existence and meaning are best understood, perhaps, by realizing what libraries are not -- not warehouses of books and manuscripts, not collections of reading-rooms, and not sets of reading devices. Any library is instead a particular kind of meeting-place, and it grows from certain major attributes of the human mind and spirit. It is not a neutral spot, not passive, and yet it does not have restrictive purpose or direction as a thoughtful radio or television show does. A library differs from other systems of communication, indeed, precisely because its value and power emerge from the use which we as individuals choose to make of it.

A library -- great or small, privately or publicly supported -- has two major and unique functions. First, it makes possible meetings of mind and idea which are not limited by our normal boundaries of time, space, and social or economic level. An effective library gives us the option of moving to the far side of the world, to the fifth century B. C., or to the company of prophets and princes. And we do all this, not by the transient means of fantasy, but by the enduring power of our own human awareness. We can become more than we were; we can, if we wish it, increase our individual stature as well as our public effectiveness.

To say this is to suggest the second great function of a library. It is the institution in our society which allows and encourages the development, the extension of ideas -- not their passive absorption, but their active generation. Here our image of the conventional reading-room may interfere. We picture a hundred silent, inert figures, and forget that each is making some active reckoning with all that he thought to be true before he confronted a new range of ideas or conditions. He may be more active at that quiet moment, in fact, than at any other time in his life. The technical means of his encounter may be a record, a tape, a film, a print-out or -- most radical of all -- a book. Libraries are not bounded by means; they will and should employ any means to achieve their ends.

At a time of great technical virtuosity it is important to realize that in the predictable future new means of information storage and retrieval will not displace the book. Nor will they lessen the need for materials, buildings, or skilled staff. Instead they will extend and supplement what we now have, and our investments during the next decade must take equal account of the enduring purposes of libraries and the diverse emergent means of strengthening them.

Clearly, of course, libraries cannot achieve their ends for the illiterate or the indifferent. They are dependent on teachers, writers, parents to set interest alight, but they are the means of meeting the interest, and giving it range beyond those who first stirred it. This creative center which is a library should not be defined by the adequacy of its space, equipment, and collections alone, but by the adequacy of its people -- those who first teach the mind to inquire, and those in the libraries who can show it how to inquire. The librarian of today and tomorrow must have many technical and professional skills, but above all he must have skill with people. He is a teacher whose subject is learning itself, and his class has no limits on age, field of study, or degree of competence. The national policy which we propose is as a result based equally on the need for skilled and sensitive people, bold and yet imaginative technical means, and support from every sector of the economy as well as every major level of government.

Douglas M. Knight
Chairman, National Advisory
Commission on Libraries
President, Duke University

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Chapter 1

THE COMMISSION'S CHARGE

In the Executive Order of September 2, 1966 (see Appendix A), the National Advisory Commission on Libraries was charged to:

> (1) Make a comprehensive study and appraisal of the role of libraries as resources for scholarly pursuits, as centers for the dissemination of knowledge, and as components of the evolving national information systems;
>
> (2) Appraise the policies, programs, and practices of public agencies and private institutions and organizations, together with other factors, which have a bearing on the role and effective utilization of libraries;
>
> (3) Appraise library funding, including Federal support of libraries, to determine how funds available for the construction and support of libraries and library services can be more effectively and efficiently utilized; and
>
> (4) Develop recommendations for action by Government or private institutions and organizations designed to ensure an effective and efficient library system for the Nation.

The Commission tried conscientiously to meet these charges. In particular, it attempted a broad look at the complex roles of libraries in relation to user needs in a changing society, and it developed some recommendations for structural adaptations that can foster evolutionary development and enable continuing, coordinated study and action in the years ahead. The Commission's conclusions with respect to major objectives and its five specific recommendations for realizing these objectives are the basic subject matter of this Report. Chapters 2 through 4 present the rationale for the Commission's response to point 4 in the Executive Order.

Here in Chapter 1, however, it seems appropriate to comment on the response of the National Advisory Commission on Libraries to the first three points set forth in the Executive Order.

In some areas the Commission feels it would be presumptuous to make premature judgments on the basis of current evidence, but even in these cases some tentative judgments can be made. The discussion that follows touches on many areas, including some still confused by questions affecting the philosophy, administration, and financing of library and information services for the nation's needs. Tackling the imponderables is part of the job ahead.

Evolving Responsiveness to User Needs

With respect to point 1 in the original charge, the National Advisory Commission on Libraries approached its appraisal of the role of libraries in several ways. It arranged to hear a variety of testimony (see Appendixes C and D); it sponsored several major studies on basic aspects of the roles of libraries -- notably the System Development Corporation report on Technology and Libraries and the American Council of Learned Societies' study On Research Libraries (see Appendix B); and its members have discussed the issues at some length and familiarized themselves with many of the other major studies that fall into this general area. As a result of this effort, the Commission has reached a number of conclusions that have led to its specific recommendations.

The Commission believes that libraries are both essential and major elements in providing resources for scholarship in almost all fields of knowledge, in serving as centers for the dissemination of knowledge, and in serving as components in the evolving national information systems. The library role in these matters is in fact so critical that the Commission believes that libraries serving these purposes must be significantly strengthened. This increased strength will require a variety of different approaches and techniques; Federal support, long-range planning, and better coordination are all urgent requirements.

In the Statement by the President accompanying the Executive Order, three serious questions were asked about the future of our libraries. One of these was quite similar to the item in point 1 of the

Commission's charge about the role of libraries as components of evolving national information systems. It asked:

> -- What part can libraries play in the development of our communications and information-exchange networks?

In considering the role of libraries in national information systems and in communications and information-exchange networks, the Commission found many uncertainties, often further complicated by semantic confusion and a tendency to polarize conventional written information and scientific and technical data. The National Advisory Commission on Libraries favors resolving the uncertainties through multiple but coordinated planning and experimentation. It urges an evolutionary development responsive to user needs, whether it is simple interlibrary cooperation or a highly technical communications system. Some points supporting this conclusion appear to be already evident.

Libraries are reservoirs of information whose means and ends of distribution are determined by the function the information is to serve in the hands of the user rather than by some abstract set of values inherent in the term "library" itself. Similarly, one cannot evaluate electronic and computer-processed information stores except in terms of improving the function of the ultimate user of this information.

The requirements for effective library and information access for students, scholars, and practitioners in various disciplinary areas and at various levels display sharp and complex variations. Consequently, sweeping generalizations with respect to user needs are likely to be misleading through incompleteness and inaccuracy. For example, some misunderstandings exist because the need for books has now been joined by needs for information in other formats. In some technical fields traditional books may be playing a decreasing role as reservoirs of information. In other fields the need for traditional literary information may actually be increasing. But in all fields the needs are multiple and are likely to become more so as new multidisciplinary relationships emerge and develop simultaneously with further highly specialized needs.

At the beginning levels of formal education, we find that the close adaptation of elementary school libraries to the functional needs of changing teaching patterns has made the book only one of many information resources handled by the information center of the elementary school. It is at other levels within the formal educational system -- the secondary school, college, and university levels -- that library needs are most evident and least satisfied. Here the more traditional understanding of the library asserts itself and a wide variety of measures will be needed, including more collaborative efforts among these libraries, to insure their long-range effectiveness. As for academic research, the library responses to these needs display, even where there appears to be greath strength, severe stresses and great unevenness in access.

The roles of the public library are changing. The relative inefficiency of completely self-planned instruction and the increasing availability of organized instruction within the community have decreased the function of the public library as the university of the poor. Nevertheless, as educational demands upon the public library by the educational system itself increase, and as the sophistication of the community increases, the public library becomes an essential element within the community as an information reservoir for multiple user groups.

It follows from the foregoing paragraphs that naturally evolving systems that clearly serve the needs of users should be given support in their own right at this time. No one can perceive the final nature of communications and information-exchange networks, nor the quality of a national information system--with a single exception. The exception is that such a system will finally be made up of a large number of highly specialized individual components, each one of which should be designed to serve the needs of a defined user group.

The specialized libraries, such as the National Library of Medicine, one of our three existing national libraries, can therefore be looked upon as important models of how a library alters or develops its role and activity to serve a defined group--in this case the medical scientists and practitioners. The National Library of Medicine also engages in cooperative activities. Likewise the largest of our national libraries, the Library of Congress, has demonstrated many kinds of cooperation with other units, thus exemplifying how the understanding of the need of response to a user group (e. g., the Congress) does not exclude sensitivity to cooperation with the larger whole.

Libraries badly need support in establishing new means of intercommunication and cooperation. Only after this kind of support of the existing order has been established can it be reliably estimated what the role of these units is in the evolving national information system.

To summarize, then, and to place the Commission's response to the very broad point 1 of its charge in somewhat clearer focus, the following observations are relevant here. These are shared by members of the Commission and recur many times throughout this Report in various contexts.

First, in order to improve the access of our society to information, the Commission believes the basic necessity is to foster development by an evolutionary process. An example is the application of technology, which can play an extremely important role in improving library and informational operations; the Commission does not presently see a technological solution that will make either the printed book or the library itself quickly obsolete--nor does it see any near-term system that will inexpensively provide instant access to all knowledge at any location.

Second, if the present unsatisfactory situation, described particularly in Chapter 3 of this Report, is to be improved, the Commission believes there should be augmented Federal support for: (a) national or regional resource collections and services for infrequently used research materials in a carefully planned pattern; (b) nationally oriented indexing, cataloging, abstracting, and other bibliographical services; (c) basic and applied research in library operations and in the intellectual problems, technology, and economics of information transfer and dissemination.

Third, it is apparent that public, school, and academic libraries will all be obligated to change many of their methods of work, their interrelationships, and some of their roles and objectives in the years ahead. If these libraries are to be responsive to contemporary and future requirements, the Commission believes that changes will have to take place at a much faster rate than has heretofore been the case. To effect more rapid rates of change and response, funds, among other things, will be required that are not now available.

Fourth, there are, and there will continue to be, many information dissemination and data-handling functions that may be handled in part or entirely outside the walls of traditional libraries--e.g., indexing, abstracting, literature evaluation, synthesis, and computer or other means of access to extensive economic, sociological, scientific, and other data banks. These services are of great importance in insuring effective access to the resources collected, organized, preserved, and made available primarily through libraries--especially those of a scholarly research nature.

Fifth, the Commission believes that the nation's library and other information systems will continue to be a shared responsibility of Federal agencies, the States, municipalities, educational institutions, and many other public and private organizations. No monolithic Federal or other centralized administrative control seems either feasible or desirable. There will have to be many different kinds of information systems and working relationships among a variety of institutions if we are to provide effective access to relevant information for our society. New systems, roles, and relationships are likely to emerge at very different rates of speed in response to widely varying user needs.

Finally, it should be stated here that the tasks of analyzing the needs, planning, setting standards, allocating resources, measuring performance, and coordinating efforts will be difficult and complex in the years ahead. Effective progress will require the sustained effort of the present Commission's recommended ongoing National Commission on Libraries and Information Science working with Federal agencies, the national libraries, and many other institutions, groups, and individuals.

The Fragmentation of Efforts

The second of the President's charges required the National Advisory Commission on Libraries to "Appraise the policies, programs, and practices of public agencies and private institutions and organizations, together with other factors, which have a bearing on the role and effective utilization of libraries."

In an effort to accomplish this appraisal, a number of the special studies referred to earlier were planned by the Commission to concentrate on the various kinds of libraries and the different public agencies involved. These studies by competent authorities included one on the Federal Government and libraries by Duke University, one on

State libraries and library agencies by Nelson Associates, Inc.; one on research libraries by the American Council of Learned Societies; three on undergraduate and junior college libraries, public libraries, and school libraries, respectively, all by Nelson Associates, Inc.; and one on special libraries by the American Documentation Institute. The Commission also heard testimony from representatives of all types of libraries, from Federal and State agencies concerned, and from library associations.

It is impossible to present any reliable appraisal of the policies, programs, and practices of even a single type among the multitudinous agencies and institutions that are involved in giving library and information services to the American people. An overriding conclusion, however, evident from all the studies and hearings, is that there is an extremely wide range in both the character and the adequacy of library services and library resources. The incomparable holdings of the great university libraries contrast starkly with the nearly empty shelves of new community colleges and similar institutions. Residents of some large cities and affluent suburbs enjoy a wealth of library services denied to residents of most rural areas. The schools of suburbia are likely to have superb libraries, the schools of urban and rural slums none at all--at least until the Elementary and Secondary Education Act of 1965 (P. L. 89-10, P. L. 89-750) began to offer assistance. What kind of library service an American has available to him may have the widest possible variation, depending on his means and where he lives. In general, the areas of greatest poverty and social need and the institutions confronting the most critical social and educational problems are those with the least adequate library services. Where such great efforts are required to induce nonusers of library services to become users, we face a great lack.

More detailed appraisals of particular strengths and weaknesses are reflected in the definitions of objectives and the recommendations for action that make up the ensuing chapters of this Report. A forthcoming book planned by the Commission and based on Commission materials, including a number of the special studies, will attempt a further analysis of the multiplicity of users and uses of library and information services. Surely one of the primary tasks of the present Commission's recommended ongoing National Commission on Libraries and Information Science will be broad planning toward understanding and coordinating the present fragmented situation.

In the Statement by the President accompanying the Executive Order establishing the National Advisory Commission on Libraries, there was a question, somewhat related to point 2 in the charge but directed toward the fragmentation of Federal efforts:

> -- Are our Federal efforts to assist libraries intelligently administered, or are they too fragmented among separate programs and agencies?

As mentioned above, there are many current complexities in evaluating and even identifying some of the programs and the relationships between them. The Commission clearly believes that coordination of and cooperation between the organic units of the whole body of library efforts, both within the Federal Government and supported by it, are inadequate. Such a body needs a central nervous system. In pursuing this analogy, it is important to emphasize that a central nervous system is the servant of the organs--that each has its own independent and discrete function on behalf of the whole. The central nervous system cannot substitute for the function of the organ, but the function of the organ serves the whole body only when it is coordinated.

For this reason the National Advisory Commission on Libraries does not recommend that one of the organic units--for instance the largest of the national libraries, the Library of Congress--should dominate all of the other organic units in this coordination. Rather, the Commission recommends that a body roughly analogous to that serving the National Library of Medicine as its Regents should be established as a Board of Advisers to the Library of Congress, and that an Institute should be established within the Office of the Secretary of Health, Education, and Welfare to coordinate developmental efforts. The brain of this system is that overall planning and advisory agency, the National Commission on Libraries and Information Science, already referred to several times here in Chapter 1.

The present Commission believes that, within this system it has recommended, the haphazard fragmentation of efforts can be circumvented and the strength of diversity maximized.

Sources and Uses of Funds

The third point in the charge to the National Advisory Commission on Libraries was to "Appraise library funding, including Federal support of libraries, to determine how funds available for the construction and support of libraries and library services can be more effectively and efficiently utilized." Attention was further directed to the following question from the President's Statement:

> -- Are we getting the most benefit for the taxpayer's dollar spent?

The pitiful incompleteness and tardiness of library statistics, and their lack of comparability, make it impossible to give specific quantitative responses to this series of questions. No one knows precisely, or even with close approximation, what the total present library expenditures of the nation are, or even what the Federal contributions to those expenditures are--nor can even approximately reliable specific estimates be made of the costs of remedying the serious deficiencies in library service that we all know exist.

Estimated needs suggest extensive expenditures in order to approach the various sets of standards adopted by the American Library Association (ALA). According to figures supplied to the Commission by the United States Office of Education in June 1968, it would require a lump sum expenditure in 1968 of $1.6 billion to stock school libraries optimally. Just to make up the backlog of space required to construct centralized public school libraries where they did not exist in 1961 would require $2.145 billion. Space requirements for replacement and new growth for public libraries have been estimated at $1.132 billion for the period 1962-75. As for academic libraries, available figures compare present trend with optimum trend over the total period 1962-75: $1.945 billion compared with $9.891 billion for books and materials, $120 million compared with $360 million for new construction.

Obviously such large amounts are beyond immediate achievement, but the estimates afford some general measure of the magnitude of the financial problem that lies ahead in the development of library services. The present Commission has not attempted to make its own specific estimate of the dollar needs of libraries--in part because the members have not found it possible to evaluate existing standards and do not believe an adequate factual basis for a reliable estimate exists, and in part because any estimate would quickly be made obsolete by changing needs and costs--but primarily because the principal need is to create machinery for continuing examination of changing library needs, for devising means of meeting them, and for determining priorities and costs. This would be the task of the permanent National Commission on Libraries and Information Science proposed in this Report.

It already seems perfectly clear, however, that the need for additional financial support for our libraries is great at present and will grow rapidly in the future. Population growth, our more extensive educational commitments, the rapidly increasing role of research, the greater complexity of our society, and our determination to achieve a massive improvement in the educational and vocational status of the poorer and less-educated among our citizens will join to require very substantial increases in the quantity and quality of library services.

The present Commission has explored possible means of reducing the unit cost of library service to offset in some degree the total financial impact of the need for greatly increased services. Interlibrary cooperation, the establishment of interlibrary networks, and the more extensive employment by libraries of new information technology have all been considered in this connection. As other sections of this Report indicate, the Commission believes that all of these developments have great potentialities for library service and should be vigorously pursued. Their value, however, will almost certainly rest in making it possible for us to have library services of a form and scope now unattainable--for example in making the holdings of the great research libraries more realistically available to users in smaller communities and institutions--rather than in reducing the cost of services. In reality, the effective employment of these new devices and methods will itself require a large additional investment of funds.

The unit cost of library services is, in fact, almost certain to rise substantially over the foreseeable future. Three fourths or more of the cost of library service consists of salaries. These will undoubtedly rise steadily as the general wage and salary level of society rises with higher productivity. Indeed, the acute shortage of professional personnel is likely to drive library salaries up even faster than the general salary level. The absence of opportunities to increase man-hour productivity comparable to those available in industry, coupled with increases in salary rates, will produce substantial and inescapable increases in unit costs. This is the same problem the nation faces in connection with increasing costs of education and medical services.

Since the principal reason for the steady increase in the cost of library services, as of other social services, is the rising affluence of the country, the means exist to meet these costs. It is inescapable, however, that these should be met from sources of public income that rise hand-in-hand with increases in the gross national product. Public libraries and school libraries are now financed primarily from local real estate taxes, which are inelastic and respond very slowly to increases in national income; many college and university libraries are heavily dependent on endowment income and student fees, which are also capable of only limited increase. The role of State support for many of these types of libraries has been substantially enlarged and should be further increased as a partial response to the inflexibility of other sources of support. Even State income, however, based as it is largely on low income taxes and sales taxes, responds relatively slowly to rises in the general level of productivity and is critically low in just those states especially in need of large-scale expansion of library services.

For all these reasons, the Commission believes that over the coming decade very large increases in Federal support of libraries will be necessary and, indeed, inescapable. Even if this necessity did not exist, however, there would be ample justification for an increase in the Federal component of library support. The problem of research libraries is peculiarly a national one: we need to develop national centers of research collections, national backstopping facilities to improve access to research materials, national plans for coordination, national catalogs and bibliographies, and other apparatus that will improve the accessibility of relevant information. The employment of the newer information technology in libraries--including research to develop its applications, the formulation of uniform or compatible information storage and retrieval systems, and the creation of library networks--are also inescapably national problems whose solutions require national participation and support.

Even on the level of local school and public libraries, there is a great and distinct national interest. Especially with a population so mobile as that of the United States, the whole nation must have a concern for the level of educational and informational services throughout the country. Illiteracy, ignorance, limited education, and lack of vocational skills, and other poverty-engendering deprivations, wherever originating, spread their impact by migration and otherwise throughout the country. Library development is an essential element in such national objectives as the elimination of poverty and the achievement of rapid social and economic development, and it requires and deserves national support.

As for the effective utilization of funds already available for the construction and support of libraries and library services, it should be pointed out that, during the life of the Commission, the Federal contribution to libraries had just been greatly expanded under the Elementary and Secondary Education Act of 1965 and the Higher Education Act of 1965 (P. L. 89-329, P. L. 90-35, P. L. 90-82), and appropriate procedures and staffing were still being worked out. There was some inevitable confusion, and it is too early to reach dependable judgments about the efficiency of the Federal program. In general, however, the Commission hopes that the administration of these acts may be moving toward the quite high level of efficiency already achieved in the administration of the Library Services and Construction Act (P. L. 88-269, P. L. 89-511, P. L. 90-154) and the library components (Titles III and XI) of the National Defense Education Act (P. L. 88-665).

There are, however, some fundamental weaknesses in the present pattern of Federal library support:

a. It is given under a large number of different acts in addition to the four mentioned above. Some such diffusion is inevitable, and even to some degree desirable since it would be unwise to pull library components out of many different Federal programs and put them into one act, thus separating library support from the objectives it is intended to serve. But there is substantial overlapping and lack of coordination among these different acts at present, and they have not been planned as part of a comprehensive whole.

b. There is no program of Federal support for research libraries as such.

c. There is no central program for the development of the newer information technology and its application to libraries.

d. Although manpower is a most critical library problem, Federal support has been almost wholly given to buildings and materials, with limited support for training and almost none for salaries.

e. Effective employment of Federal funds within the States, especially for school and public libraries, and effective State support both depend on strong State library planning and administrative services, which do not always exist.

The National Advisory Commission on Libraries has stated in this Report a number of conclusions and recommendations to strengthen these aspects of Federal support. Particularly relevant in this respect are the permanent National Commission on Libraries and Information Science to undertake broad central planning toward coordination; a central Federal Institute of Library and Information Science for research and development; aid to research libraries as well as other libraries; improved manpower recruitment, training, and utilization; and strengthening of State libraries. The Commission believes the adoption of these approaches would substantially improve both the efficiency and the effectiveness of library funding and the use of Federal funds.

The Criterion of Social Value

In retrospect, examining the objectives and recommendations presented in this Report in relation to the original charge, the National Advisory Commission on Libraries believes that questions now unanswered will yield to the diverse approaches and interlinked continuing bodies recommended. There clearly already are, and will continue to be, many challenging problems for the scrutiny of the continuing National Commission on Libraries and Information Science--the very fact that the present Commission, in only the few months since completion of its preliminary Report, has developed additional conclusions and recommendations for the present Report is encouraging evidence of the validity of the commission function in overall planning and advising.

One theme emerges throughout all the activities of the National Advisory Commission on Libraries since its first meeting in November 1966. This is a strong social-benefit awareness, a service orientation that pervades every existing and conceivable library and information function. Perhaps it is not too soon to propose the criterion of social value as the most important in decision-making--whether for broad central planning, more specific planning, or immediate problem-solving. We should look at the value to our people and our culture that accrues from the activities of the user whose functions are to be enhanced by improved availability of library and information services. A library can be understood only as it enhances a socially valuable function, one of which--and one that all libraries can enhance--is the personal intellectual and ethical development of every individual in our society. The variety of the other socially valuable functions determines the need for variety in kinds of libraries.

In this spirit of social awareness, the National Advisory Commission on Libraries developed its recommendations for a National Library Policy, presented in the following chapter.

Chapter 2

A NATIONAL LIBRARY POLICY

RECOMMENDATION: That it be declared National Policy, enunciated by the President and enacted into law by the Congress, that the American people should be provided with library and informational services adequate to their needs, and that the Federal Government, in collaboration with State and local governments and private agencies, should exercise leadership in assuring the provision of such services.

Increasingly over the years the need for a national library policy has become apparent -- a policy which could permit plans that take into consideration the needs for library service of the American people as a whole. Recent developments which have profoundly affected not only the supply and the use of informational materials, but also the way in which information is used, have made the recognition of this need inescapable.

As long ago as circa 1730, when Benjamin Franklin and his youthful colleagues were establishing what was perhaps the first communal library in the American colonies, he gave expression to the basic principle of modern library service. By "clubbing our books to a common library," he wrote, each member had "the advantage of using the books of all the other members, which would be nearly as beneficial as if each owned the whole." Today, some Americans share the use of collections of millions of volumes, while others still lack access even to meager and deficient library facilities.

By the end of the 19th century the country possessed many thousands of academic, public, and other libraries, all based on Benjamin Franklin's principle of clubbing. These libraries were all more or less self-sufficient institutions, necessarily limited by their local resources, but providing important services to local communities of users. But the need for more broadly based services was already recognized and growing, and interlibrary lending, union catalogs, and other products of interlibrary cooperation were responding to this need.

During the next 50 years, however, it became clear that the library needs of the country could not be met merely by cooperation between independent units having local responsibilities. Several of the State governments led the way in developing regional library services organized around their State libraries, while increasingly through the period the libraries of the country were taking advantage of central services -- of which the Library of Congress catalog-card system is the archetype -- for reducing their costs and increasing their effectiveness. Finally, in 1956, in the Library Services Act (P. L. 597), Congress took a major step to enable the Federal Government, in collaboration with the States, to extend public library services to that third of the nation's population, mainly in rural areas, that still lacked them.

That Act was just in time. Since 1956 the accelerated momentum of events has made cumulative demands upon the libraries of the country which they were quite unprepared to meet, but the experience gained under the Library Services Act has proved invaluable for suggesting methods for meeting library problems.

It is now clear that library services are needed, to greater or less extent, directly or indirectly, by the entire citizenry of the country. Such services are increasingly essential for education, scholarship, and private inquiry; for research, development, commerce, industry, national defense, and the arts; for individual and community enrichment; for knowledge alike of the natural world and of man -- in short, for the continuity of civilization on the one hand and increasingly for the preservation of man's place in nature on the other.

It is also now clear that these needs can no longer be met by spontaneous independent institutions having merely local responsibilities and claiming merely local support, no matter how willing they may be to assist. Indeed, these institutions through the years are persistently further and further from self-sufficiency and increasingly dependent upon the services of external bodies -- public and private, State and Federal, domestic and foreign -- without which their costs would skyrocket and their services diminish.

A principal reason for this exists in the sheer mass of new information continuously being added to the existing stock as a result of the ceaseless probings of scholarship and research -- information which is requisite for the increasingly complex activities of civilization and of modern communities, yet which is beyond the capacity of individual libraries to acquire, organize, store, search, and make available for service. For the efficient handling of this information, a system of specialized agencies is needed. Elements of such an arrangement actually do exist, but on an unplanned and spontaneous basis. The situation requires rationalization through the execution of careful plans in the national interest.

There are other reasons why libraries can less and less attempt to serve as self-sufficient entities but must more and more derive strength from membership in regional or national systems or networks. One of these is the increasing mobility both of people and of industry -- a mobility that tends not only to diversify, but also to intensify the demands upon local libraries for specialized materials. Another is the enormous increase in personnel costs that all service organizations, including libraries, are forced to sustain, costs that compel them wherever possible to substitute mechanisms and automatons for manual operations. A special aspect of this process is the inevitable impact of electronic technology on information transfer -- a process already under way in the development of methods for storage of information in electronic memories, processing by computer, distribution by wire or microwave, and service to the consumer by telefacsimile or cathode-ray-tube display.

To avoid haphazard and fragmented response to the inevitable forces of a changing society, a national plan is required that can be used to guide the next steps of all participants toward a recognized and achievable goal of adequate library service to all Americans. Because of the deep involvement of the Federal Government as producer, processor, and user of information, and because this is a matter closely touching the national welfare, the leadership of the Federal Government is essential to the success of any plan.

A prerequisite to the development of such a plan is a clear enunciation of the policy on which the plan is to be based. In consequence, the first recommendation of the National Advisory Commission on Libraries, on which all its further recommendations rest, is that it be declared National Policy, enunciated by the President and enacted into law by the Congress, that the American people should be provided with library and informational services adequate to their needs, and that the Federal Government, in collaboration with State and local governments and private agencies, should exercise leadership in assuring the provision of such services.

The International Dimension

A National Library Policy for meeting the needs of our own citizens does not preclude an international awareness and responsibility. In fact a national policy statement on international book and library activities already exists -- it was approved by the President on January 4, 1967. Subsequent directives to government agencies have further elucidated this policy for the encouragement of education through exchanges of books and of teachers and students, fostering indigenous book publishing and distribution facilities, support for programs of library development, training programs for library personnel, liaison between American and foreign libraries, increased exchange of reference and bibliographic information, and joint undertakings in the development of library technology.

The National Advisory Commission on Libraries shares the enthusiasm of the library profession toward achieving these goals and urges the appropriation of funds to implement the International Education Act (P.L. 89-698). The Commission also commends the idea of a clearinghouse at the Library of Congress to which foreign scholars and libraries might apply for needed publications.

The contribution of our library profession and our libraries to the improvement of international relations over the years has been noteworthy. Their acquisitions programs have attempted to develop rich resources of information from all parts of the world to meet the ever increasing needs of our citizens. They have aided in the work of creating understanding of our society and our policies by making publications of the United States available to libraries abroad. They have participated on a continuing basis in the work of international library associations and of the United Nations Educational, Scientific, and Cultural Organization (UNESCO) in its program of fostering education and librarianship abroad, and they have helped restore libraries ravaged by war and natural disasters.

Today, when it is clearly in our national interest to help the emerging countries develop progressive educational systems and provide a basis, through education and knowledge, for peaceful coexistence in the community of nations, the American library profession can -- through participation in both publicly and privately supported efforts -- make a greater contribution than ever before.

The United States can demonstrate to the world that we support our convictions regarding intellectual freedom by providing free access to all types of information and all shades of opinion for all citizens. Our libraries can strive to become a vital positive force in the social and intellectual reconstruction of a broadening and changing society. The National Advisory Commission on Libraries believes that the basic first step for the Federal Government is to state a National Library Policy toward the provision of services truly adequate to the nation's needs.

Chapter 3

OBJECTIVES FOR OVERCOMING CURRENT INADEQUACIES

In order to fulfill the National Policy and provide library and informational services adequate to the nation's needs, current inadequacies must be faced. The purpose of this chapter is to discuss some areas where objectives are needed: where existing deficiencies threaten to undermine the success of any coherent development into the future. These deficiencies already severely limit or deny effective access to libraries and relevant knowledge for many individuals, but the situation can and must be remedied. A variety of complex responses and changes are required, and these responses and changes need to be developed in a sustained, consistent, and evolutionary manner over a period of time -- and with a substantial degree of Federal leadership and participation. The National Advisory Commission on Libraries recommends that immediate national attention be given to six broad and fundamental objectives. The long-range development of an adequate library and information system will be dependent to a large degree on the achievement of these objectives.

Formal Education at All Levels

> OBJECTIVE: Provide adequate library and informational services for formal education at all levels.

First of all, we must reduce some serious current deficiencies in those libraries serving not only every level of formal education, but also the increasingly blurred boundary lines between these levels.* School library deficiencies, labeled "a national disgrace" by former Commissioner of Education, Francis Keppel, have truly serious consequences for our entire system of education. The habit of reading, skill in reading, and skill in identifying and using pertinent information are vital in the learning process, in dealing with concepts, in making wise judgments, in pursuing a vocation or profession, in extending the frontiers of knowledge, and in the liberation and extension of the mind of man.

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*As evidenced, for example, by such phenomena as advanced-placement credit for college-level courses taken in high school and early-entrance programs to professional education.

Recent Federal legislation has already had visible impact on elementary and secondary school library development, in part by encouraging much greater local effort in library improvement. Nevertheless, and in spite of differences from one system to another, the needs of our schools in general for books and other library materials, for adequate physical facilities in which to house libraries, and for staff are so enormous that continued Federal assistance is necessary. The Commission believes that appropriations for school library resources should be increased as soon as possible to at least the full amount authorized by the Elementary and Secondary Education Act of 1965 (P. L. 89-10, P. L. 89-750). At this time some school buildings have no libraries in any sense of the word; too often meager materials are housed with notable inadequacy. Provision for libraries should be made mandatory in any Federal legislation supporting the construction of new school buildings or the expansion of existing buildings that do not already have adequate library facilities. It should be noted that libraries in schools serving educationally deprived children appear to be extremely deficient, and it would be advisable to bolster the library assistance provided by the Elementary and Secondary Education Act with supplementary legislation to help solve this problem in our large cities where so many disadvantaged children reside. To provide for a more efficient use of materials, equipment, and personnel, local and State school library agencies should be further encouraged to form community and regional systems to provide centralized consultation and acquisitions and processing services for school library materials.

The implementation of a national plan to raise elementary and secondary school libraries to full and continuing adequacy will require far better data on school libraries than are now available. Investigations should also be undertaken on the relative cost and utility of the various types of library materials, which are often indistinguishable from instructional materials; on differing patterns of service, supervision, and library organization; on appropriate standards; on the various means of coordinating school library districts to provide centralized consultant, processing, and materials-evaluation services; and on the means of stimulating the production of special library materials for students and preschool children in disadvantaged or bilingual communities, where children lack the preschool preparation and relative linguistic and cultural sophistication of children from middle-class American families.

One of the most complex problems that will have to be resolved in any national planning for genuine adequacy of library service to the total span of education relates to the difficulty of coordinating the various library agencies that serve high school and college students in urban areas. Because high schools, urban colleges, and junior colleges are often remote from areas where many of their students reside, and because it is frequently difficult and costly to provide the maintenance services necessary to keep the school library open evenings and weekends, and because the school collections are often inadequate to the needs, students have been resorting to their local public libraries in such large numbers as seriously to overload the public library. Coordination of public library directors, teachers, school principals, and various librarians within different geographic jurisdictions is not an easy administrative matter, but evidence suggests that there is a serious lack of such coordination even within areas where the jurisdictional boundaries of the public library and school library systems coincide. New thinking and planning are critically needed regarding the distribution of responsibility and financial support to the various types of libraries within each region if we are to serve the increasing demands of formal education.

As college enrollments have increased since World War II, we have witnessed an almost phenomenal increase in the number of junior and community colleges. In no other type of institution serving higher education are library shortcomings so glaring. The great majority of library collections of junior colleges are considered substandard, and a high percentage of the libraries of four-year colleges are also weak. Of all the difficulties that beset the college library, the most visible is that of inadequacy of library buildings. The Higher Education Facilities Act of 1963 (P. L. 88-204 as amended) has been a tremendous stimulus and support for college library construction. Substantial amounts have been granted under this Act for undergraduate college library buildings, but in many instances the combination of Federal aid and local resources has led only to an alleviation of the pressing immediate need for more library space, and not to solutions viable for long periods.

The National Advisory Commission on Libraries believes it to be of great national importance that the libraries serving the undergraduate students and faculties of our two-year and four-year colleges, and also the undergraduate colleges in our universities, be equipped and staffed to do their jobs with full adequacy. To help achieve this goal, the Commission believes that sums appropriated under the authority of the Higher Education Act of 1965 (P. L. 89-329, P. L. 90-35, P. L. 90-82) to strengthen the collections of college libraries should be increased substantially, and in the administration of grants for this purpose, special attention should be given to improvement of the collections of the two-year and four-year colleges that are most seriously in need. Additionally, the limitation on grants for the construction of academic library buildings under the Higher Education Facilities Act of 1963 should be raised to permit a Federal contribution of three fourths of the construction cost, as provided, for example, in the Medical Library Assistance Act (P. L. 89-291).

For long-range college library development, plans should be developed for centralized services to college libraries in acquisitions, processing, and storage of little-used material; in effecting cooperative arrangements that will give college students and faculty members efficient bibliographic and physical access to the resources of research libraries; in arranging for advisory services to college librarians, especially with respect to the utilization of technological aids to library work; and in persuading the States and other responsible agencies that adequate libraries are essential rather than marginal or optional facilities.

As formal education progresses into graduate and professional schools of the university and the continuing education of practitioners, the informational needs become more complex and the boundary lines between education and research become blurred. Inadequacies in serving the nation's research needs are discussed later in this chapter under other objectives, but it is appropriate to point out here that a dynamic relationship exists between all the areas for which the National Advisory Commission on Libraries has identified inadequacies and suggested objectives.

The Public at Large

> OBJECTIVE: Provide adequate library and informational services for the public at large.

Serving the informal educational needs at all levels might well be the stated function of the only libraries to which the undifferentiated general public has access today -- the public libraries. There are inadequacies here too, and there are strong arguments for overcoming these in order to strengthen the health of our democracy.

The public library reaches the entire population as does no other aspect of library service. Parents of preschool children rely on it for the picture and storybooks that are the child's first introduction to the mystery of reading. Elementary school children go to the public library for books when school is out and during vacation, as do high school students, who also use it for assistance in homework and term papers. Urban college students living at home find the public library more convenient than their college libraries. Adults rely on it for recreation and continuing education. Businessmen may turn to it for practical information, as do housewives, craftsmen, and hobbyists. The larger public libraries are major research resources. More recently we have turned to the library as one of the social agencies needed to assist in liberating the prisoners of urban ghettos from ignorance and poverty. For all men and women, it is the one place through which they may reach the world's collected informational and intellectual resources.

Yet, important as the public library is, there are few social services so unequally provided to the American people. Residents of some cities can command the resources of enormous institutions holding many hundreds of thousands, or even millions, of volumes. At the other extreme, some 20 million Americans, largely in rural areas, have no public library service at all, and some 10 million more have access only to very small libraries with very inadequate collections and little or no service from professional librarians. Indeed, only residents of cities of substantial size or of areas served by well-sustained county or regional library systems are likely to have access to reasonably adequate library service. It is essential that measures be taken to extend at least basic local public library service to every American. The encouragement of library systems, interlibrary loans, and other similar approaches can give everyone ultimate access to all the library resources he needs.

The unequal distribution of service is not the only inadequacy. Even where public library service is available, indeed even in some of the better served cities, it is usually far below any reasonable standard of adequacy. More than two thirds of all public libraries fail to meet American Library Association (ALA) standards as to the minimum adequate size of collections, and not one in 30 meets ALA standards for per-capita financial support.

There are a number of other quite critical problems in current public library services. One is the heavy burden of high school and college student use of the public library. This pressure will in part be relieved as the educational libraries are strengthened. But students turn to the public library not only because of its relative strength, but because of its convenience. This motive will not be lessened by the improvement of a high school library, for it may still be closed on evenings and weekends, or by the improvement of a college library that may be distant from a student's home. Diverting students away from the public library would deprive them of definite conveniences. The desirable objective would be to assist the public library in developing the means to meet the pressure and serve the student better. Public libraries need to be included in programs of assistance to educational libraries.

Another special problem, shared by many urban services, arises from the fact that patterns of public library service in metropolitan areas by no means correspond to the pattern of local governmental jurisdiction. In particular, the public library of the central city may be called on to render service to residents of the entire metropolitan area, without any financial support from suburban jurisdictions. The situation is doubly complicated when the metropolitan area, as in several of our large cities, extends across state lines. Further means of support and coordination must be found.

Still other problems stem from the fact that the nature of the informational and reading needs of the residents of core cities has radically changed in the last decade, so radically as to require substantial changes in the outlook, collections, and services of the core-city branches of urban public libraries if they are to become effective instruments in the attack on poverty, ignorance, and semiliteracy. The public libraries require assistance, financial and professional, in equipping themselves to meet these new needs.

One of the principal tasks of the National Commission on Libraries and Information Science, proposed in Chapter 4, should be to develop a national plan, calling on Federal, State, and local sources of support for making adequate public library service available to all Americans. Such a plan should give special attention to the problems of large cities with difficult educational problems, of metropolitan areas with multiple jurisdictions, and of rural areas entirely or almost entirely lacking public library services. The planning should give attention to the coordination of school, college, and public library services. It should consider arrangements for the maximum use of cooperative library systems, and assure compensation to larger or more specialized libraries -- public or private -- when they give service to such systems that extends beyond the demands of their normal clientele. The National Advisory Commission on Libraries believes the plan should provide for substantially increased levels of support on a matching-fund basis.

The term "public library" includes county libraries serving townships without libraries, or with very inadequate ones, and State libraries. State libraries support the public library system in their respective States and provide assistance to school libraries. They are entrusted, usually, with planning State library systems and with the administration of State aid to public libraries. In some instances they are required to provide legal collections and other resources necessary for the work of State government. The deficiencies some State library agencies face are so severe that one recommendation of the National Advisory Commission on Libraries is specifically directed to this problem area.

Research in All Fields at All Levels

OBJECTIVE: Provide materials to support research in all fields at all levels.

A third broad national goal must be the development and implementation of a plan that will insure that the nation has the research resources required for its increasingly complex informational and research needs. The publication of new books and new editions of older titles (exclusive of government publications, dissertations, pamphlets, and most subscription books) doubled between 1950 and 1966. The growth of knowledge and the phenomenal increase in its use is reflected not only in the increased production of books, but in the proliferation of such information-bearing records as journals, research reports, dissertations, microfilms, audiorecordings, and other materials. Increases in the use of all publications are difficult to assess, but a recent report states that the use of scientific literature has been increasing by 12 to 17 percent per year. In addition, there are major new areas of research concern (such as Asia, Africa, the Middle East, and Eastern Europe) requiring acquisitions programs for large quantities of material that are very costly, very difficult to acquire, and very expensive to catalog and organize for effective use.

The increase in research conducted by universities and sponsored by Federal and State agencies, corporations, and foundations, has made demands upon university libraries that have not been satisfied by either the growth of library collections or staffs. All agencies of government, foundations, industries, and other organizations that subsidize research by contracts, grants-in-aid, fellowships, and other means should be made aware of the greatly augmented burden on the library that their grants and subventions commonly entail. This should be taken into account in the planning of grants and programs. Continuity of such funding is critically important.

Although many libraries share in carrying the burden of acquiring, organizing, and servicing this vast body of material for the nation, the principal burden at the present time falls upon a relatively small number of university libraries, the three great national libraries (the Library of Congress, the National Library of Medicine, and the National Agricultural Library), and a number of very large public libraries and privately supported research libraries. Rapid increases in the costs and scope of required publications and of the staffs for handling them, as well as the added needs for sufficient space, are severely straining the very limited resources of all these institutions. Existing programs of Federal assistance are not in general addressed to the development or the accessibility of research materials. It is essential to develop and fund a more systematic and comprehensive national program to assist these libraries in the acquisition, organization, housing, and servicing of materials likely to be of research value to the nation.

Research, basic or applied, requires source materials and itself produces new informational output -- this is true of the arts and humanities as well as the natural and physical sciences, the social and behavioral sciences, and many technical areas. As society continues to demand both new knowledge and more rapid application of knowledge for its own betterment, the proliferation of information may defeat its own purpose unless it is adequately recorded, acquired, and available for use.

Bibliographic Access

OBJECTIVE: Provide adequate bibliographic access to the nation's research and informational resources.

It is not enough simply to acquire research and informational resources. To insure that their existence and relevance will be known to those who need them, an adequate apparatus for indexing, cataloging, abstracting, and evaluating their content must be developed.

The work of bibliographic organization of vast collections of books and other materials, and of providing the tools that permit any user to determine their location quickly, grows in complexity with every volume added to the collections and with the proliferation in the sources, the subjects, the languages, and the forms in which pertinent materials appear. Under the Higher Education Act of 1965 (P. L. 89-329, P. L. 90-35, P. L. 90-82), funds totaling $3 million were provided in 1967 to enable the Library of Congress to expand its acquisitions and cataloging program in an effort to provide cataloging data for any foreign book that an American library might purchase. This appropriation has now been increased substantially and the program, if sustained, may prove to be the most far-reaching service to scholarly and many other national bibliographic needs of all Federal library undertakings.

At present the technology of electronically storing, updating, querying, and transmitting bibliographic data is emerging. In Chapter 4, the National Advisory Commission on Libraries sets forth its recommendation for a vigorous program of research and development leading toward national networks that will provide better access to improved bibliographic and related services.

Bibliographic access to the content of the many thousands of journals and research reports in our libraries is inadequate and uneven. There is no agency: (1) to initiate and develop national technical standards that could help to insure coverage of all journals contributing to the total research effort, (2) to coordinate the work of various association-supported, governmental, and commercial enterprises, and (3) to assist in determining priorities in funding.

Despite the seeming wealth of service of all kinds to assist in providing bibliographic access to information in the sciences and technology, several deficiencies in the present pattern are obvious. Except for medicine, agriculture, and the Library of Congress, the responsibility of the Government agencies for coverage is naturally based primarily on the particular objectives and literature requirements of the agency. The commercial services respond only to demonstrably large-scale need in special fields, and the work of the various scientific associations is not well coordinated. As a consequence, there are both extensive overlapping of effort and tremendous gaps in coverage. Moreover, a proprietary attitude in both the Government agencies and the scientific societies as regards their bibliographic products is a natural consequence of their desire to satisfy the special requirements of their users.

There is no direction by any national agency concerned with the total information problem. As separate services proliferate, grow, and succeed, the prospect for standardization and compatibility diminishes. There is clearly a need for national planning and coordination to insure, for all subject fields, including the humanities and social and behavioral sciences, adequate systems of bibliographical control.

Physical Access

> OBJECTIVE: Provide adequate physical access to required materials or their texts throughout the nation.

Plans to strengthen national holdings of research resources and their effective subject or bibliographical control must also provide for effective physical access to the texts themselves. Even the largest research, university, corporate, or Federal library cannot hope to achieve self-sufficiency, despite the fact that it must possess library resources adequate for all but the most unusual needs of its staff or constituency. As the college library looks to the university library in its locality, so must the university library depend on the holdings of other institutions and the national libraries to satisfy requests for publications that it has not acquired. The public library, in turn, may look to State library agencies, other public libraries, or to academic libraries for materials needed by readers.

The demands for research information extend far beyond the requirements of scholars employed at universities. Industry must be able to draw upon the resources that our university libraries offer, since the duplication of their holdings in the depth and extent necessary for many industrial research purposes is almost inconceivable. Moreover, the needs of governmental agencies at all levels, of the professions, of the private scholar, all require access to research and other information not necessarily available in the immediate vicinity. Means must be found to make the full text of documents available in some suitable form and at locations convenient to all users, with minimum delay and at manageable and equitably distributed costs. The problems of physical access are likely to be further complicated in future unless efforts are made to discourage the continued use of book paper with a rapid rate of deterioration.

The present cooperative arrangements between libraries to make materials available are slow and inefficient and are costly to the relatively small number of libraries that are called upon to provide a major part of this service without recompense. Furthermore, the present difficulties in the way of interinstitutional physical access to publications forces research and other libraries, at high cost, to acquire, catalog, and house large amounts of little-used materials. These costs might be significantly reduced if new and effective patterns of joint physical access to materials can be developed. It is apparent that national, regional, and State planning is needed to facilitate physical access to publications generally, utilizing any technological aids that it is feasible to employ.

Such planning will obviously entail: (1) support from Federal, State, and other sources for improvement of interlibrary loan and copying services, which the research and certain other libraries can no longer provide gratuitously at high cost to themselves; (2) the establishment of regional library networks and of resource libraries to serve them; and (3) support for agencies, such as the Center for Research Libraries, which should have Federal assistance in their efforts to serve research and informational needs in all parts of the country. Finally, it will be important in the public interest, whether under the present copyright law or any revision that may be adopted, that arrangements for the protection of copyright proprietors do not unreasonably hinder access to and use of information.

Library Manpower

OBJECTIVE: Provide adequate trained personnel for the varied and changing demands of librarianship.

Recent analyses undertaken by the library profession, as well as the testimony of almost all witnesses before the National Advisory

Commission on Libraries, indicate that the problem of manpower shortage in our libraries is of such critical severity as to merit its being singled out for special mention. All estimates of the number of professional personnel needed to fill existing vacancies and for normal attrition of staff in public, academic, and special libraries exceed the number of librarians graduated each year by the 42 accredited schools of librarianship in the United States and Canada. With respect to the provision of librarians qualified for positions in elementary and secondary school libraries, the situation is even more unsatisfactory.

Before the library profession can hope to enroll the requisite number of persons for training in the schools of librarianship, a variety of obstacles must be overcome. First, librarianship should be made more attractive as a career for men as well as for women. As is true of most professions in which women predominate at the lower and middle levels of responsibility, the prestige of librarianship as a whole is lower in the public view than it deserves to be, and the financial rewards are less tempting than in many other professions that require professional education. General public ignorance of the variety of interesting specialized career opportunities within the broad field of librarianship also make recruitment difficult. A further handicap is the discrepancy between the status, salaries, and fringe benefits accorded the librarians of many academic institutions and those available to their colleagues employed in teaching and research. Finally, there is a long tradition of recruitment for librarianship among only the humanistically oriented college students. Too few scientifically oriented young people understand that the profession of librarianship embraces all categories of specialists who mediate between the sources of recorded information and the people who need access to information in all subject fields and at all levels of sophistication.

A second major obstacle is the inadequacy of the 42 accredited graduate schools of librarianship in the United States and Canada with respect to financial support for staff and physical facilities. It is not known how many qualified applicants for library training may be lost for this reason. To complicate matters still further, all schools of librarianship contend with a shortage of qualified teachers, with a scarcity of fellowships to encourage the advanced study requisite for the preparation of future faculty, and with inadequate support for workshops, institutes, and other programs to enhance the competence of librarians already employed and help them adjust to changing demands. Equally important is the inadequacy of support for working librarians who wish to take advantage of opportunities for specialized training or advanced training when these do exist.

Paralleling these dilemmas is the slowness of the library profession itself in achieving agreement regarding the nature and extent of education or training needed for employment in the various specializations of librarianship, and in enlisting more fully the aid of the various disciplines of the social, behavioral, and applied sciences in preparing library science students for the changing requirements of library management and for the evolving role of the library in our society.

The resolution of library and information science manpower problems will be difficult, but they can yield to a number of specific measures. First, the library profession should undertake a program of ongoing research in librarianship in order to improve functional efficiency and facilitate the establishment of the variety of training programs needed now and in the future. Research in library education itself should be encouraged, as well as curricular experimentation.

Second, library administrators should employ every effort to make all professional library work intellectually and socially challenging to retain the best minds that enter the profession.

Third, the Federal Government, which has already acknowledged its responsibility for the improvement of library service under its constitutional mandate on the general welfare, should assist the profession through a number of undertakings. The United States Office of Education should analyze the library personnel situation on a regular basis, compare it with standards established by itself or the library associations, and publish its findings. It should, further, maintain a clearinghouse of information on all innovations in library education and training and on all efforts of libraries to make more efficient use of personnel. Further, the Office of Education should provide advisory aid to library schools, library associations, and others interested in recruiting people to library work in adequate numbers to carry out the various existing and emerging specialized tasks required.

To assist the library profession, the proposed National Commission on Libraries and Information Science should give high priority to an exploration of professional education and training, including experimentation with alternate modes of library training. The Commission should assist also with achieving improved salary scales and providing better promotional possibilities to make librarianship more attractive as a career.

Finally, Federal assistance in developing library personnel should be provided: (1) by direct aid to schools offering graduate and undergraduate training, postgraduate in-service training, and refresher courses; (2) by aid in the publication of suitable texts for such training; (3) by support of special programs to train potential teachers of librarianship; and (4) by greatly increased provision of funds for fellowships for undergraduate, graduate, and special library training.

Conclusion

These, then, are six areas where current inadequacies exist, and future inadequacies are foreseen unless all participants in the management and use of information can look to coherent national planning and coordinated research and development. The nation's needs for library and information service can be expressed in terms of the need to serve formal education, the public at large, and research of all kinds. The need to provide appropriate ways of locating information (bibliographic access) and acquiring it for use (physical access) is basic. Manpower is a pervasive and very urgent problem area. The six interrelated objectives discussed above form the context for the recommendations of the National Advisory Commission on Libraries set forth in Chapter 4.

Chapter 4

RECOMMENDATIONS FOR ACHIEVING THE OBJECTIVES

In order to serve the needs of education at all levels, the general public in all its diversity, and research in all fields of knowledge, the problems of access to continually burgeoning information and efficient utilization of manpower must be resolved. Some dilemmas are immediately pressing and can be handled by immediate action. Other dilemmas are foreseen as still emerging over the transition period to the long future, and thus provision must be made for constant adaptation to inevitably changing needs and improved understanding of these needs. The National Advisory Commission on Libraries believes the five recommendations discussed below provide both a sound base for the future and a realistic means of coping with current inadequacies.

National Commission on Libraries and Information Science

> RECOMMENDATION: Establishment of a National Commission on Libraries and Information Science as a continuing Federal planning agency.

In order to implement and further develop the national policy of library services for the nation's needs, the most important single measure that can be undertaken is the establishment of a continuing Federal planning agency. It is noteworthy that almost all representatives of library, scholarly, scientific, and other professional associations who testified before the National Advisory Commission on Libraries gave high priority in their recommendations to the creation of such a Federal planning agency. The present Commission's efforts to analyze current and future national library needs, assess the strengths and weaknesses of existing library resources and services, and evaluate the effects of library legislation, leave the members with the absolute conviction that the goal of library adequacy will be achieved only as a consequence of long-range planning and fostering of the evolutionary process of library development. This will require taking advantage of present and emerging knowledge in information science; it will require encouraging and exploiting future research.

The proposed National Commission should be charged with the responsibility of preparing full-scale plans to deal with the nation's library and information needs, and for advising the Federal Government and other agencies, institutions, and groups -- both public and private, with respect to those needs. It should be empowered to conduct, or have conducted, such studies and analyses as are necessary for the fulfillment of its responsibilities; it should have ready access to information relevant to its purposes from other Government agencies concerned with library and information services; and it should be empowered to recommend legislation which is needed to enhance and strengthen the nation's library and information services.

The National Commission should be established by the Congress. Its members should be appointed by the President with the advice and consent of the Senate. The National Commission should report at least once a year to the President and to the Congress on its activities, recommendations, and plans in the areas of its responsibility and concern. This report should be published.

The present National Advisory Commission on Libraries recommends that this proposed National Commission on Libraries and Information Science be constituted of not more than 15 private citizens of distinction. This group shall include, but not necessarily be restricted to, persons competent in the library and information science professions. The Chairman should be appointed by the President from among its members. A rotating, staggered membership is suggested so that individuals serve for a term of five or six years.

To accomplish its complex and broad mission the National Commission should be provided with a staff adequate in number and strong in expertise, and with funds sufficient to enable it to exercise the extensive research and planning functions which will be necessary if it is to provide sound advice to the President and the Congress. A suggested location appropriate for the National Commission on Libraries and Information Science is in the Office of the Secretary of Health, Education, and Welfare.

The Library of Congress: The National Library of the United States

RECOMMENDATION: Recognition and strengthening of the role of the Library of Congress as the National Library of the United States and establishment of a Board of Advisers.

The National Advisory Commission on Libraries believes that the role of the Library of Congress as the National Library of the United States should be recognized and strengthened, and it specifically recommends:

1. That the Congress define the responsibilities of the Library of Congress as follows: (a) to serve as the principal reference and research arm of the Congress, thus serving the nation through this body; (b) to assemble, maintain, and provide national availability for comprehensive national research collections of materials from all countries and in all fields of knowledge, except those for which the National Library of Medicine and the National Agricultural Library have accepted responsibility; (c) to catalog these materials promptly and offer its catalog cards for sale to other libraries; and (d) to provide basic national bibliographical, reference, and copyright services. The Commission suggests that these functions of the Library of Congress, already largely exercised in fact, should be further recognized by adding an appropriate phrase to its title, so that its formal designation would be: "The Library of Congress: The National Library of the United States."

2. That a Board of Advisers to the Library of Congress be created. Its chairman and members should be drawn from the public, including scholarly and research organizations, the scientific community, universities and colleges, and research librarianship, and they should be appointed by the President of the Senate and the Speaker of the House of Representatives. The recommended functions of this proposed Board of Advisers are to review the Library's operations and services and to advise the Librarian of Congress -- and, as desired, the appropriate Committees of Congress -- on matters that would assist the Library in the development of its collections and the performance of its national

> services. The Board should be required to prepare and submit an annual report to the Congress and to the Librarian of Congress. This report should be published.

The rationale for the Commission's conclusions lies chiefly in the fact that, by far-reaching legislation and generous appropriations over the last 70 years, the Congress has created in the Library of Congress perhaps the greatest of the world's national libraries. It has the principal national research collections in most fields of knowledge, except of course those served by its two companion national institutions, the National Library of Medicine and the National Agricultural Library. It is a source of last resort to which other libraries can turn for interlibrary loans and for microfilms of materials. It provides a means of acquisitions, for other libraries' collections as well as for its own, of public documents and other research materials not available through the book trade, especially from Asia, Africa, Latin and South America, and Eastern Europe.

The catalog cards of the Library of Congress provide a basis for the catalogs of most American libraries. The Library houses and maintains the National Union Catalog, one of the greatest and most nearly indispensable of our bibliographical tools. The publication of its own catalogs in book form has provided a major reference resource for libraries here and abroad. Many of its other bibliographic services have become essential to research libraries and to scholars. Since 1948 the Library of Congress has published the best continuing bibliography of Russian books compiled outside the Soviet Union. It edits the indispensable National Union List of Serials and publishes regularly a list of new serial titles received by principal American and Canadian libraries, It provides the subject apparatus for the national listing of doctoral dissertations, maintains a National Register of Microcopy Masters, and publishes a National Union Catalog of Manuscript Collections.

The Library of Congress performs many other national services as well. It is the chief agency in providing Braille and "talking" books for the blind. It has undertaken major responsibility for a national program to preserve the physically deteriorating book stocks of libraries. On a contractual basis it has provided a major bibliographical and documentation service to a number of Federal agencies concerned with scientific and technological research.

The Library of Congress in general -- and, in their respective fields, the National Library of Medicine and the National Agricultural Library -- have the ultimate in comprehensive national research collections and provide national bibliographical services that are absolutely indispensable to research and scholarship in many fields and to the whole system of American research libraries. Comprehensive as the collections and bibliographic services of the Library of Congress now are, however, they need further strengthening in a number of areas.* This strengthening of the Library of Congress through provision of a Board of Advisers, definition of the Library's responsibilities, and recognition of the role it already plays as a great national library, is the main thrust of the Commission's recommendations here.

It is a great credit to the wisdom and vision of the Congress that the Library of Congress has been so responsive to many needs. Today all the nation's requirements for library services are becoming so complex that the Library, which has never had a charter or basic constituent act defining its responsibilities, must be formally recognized for its national role and provided with advisers that can help to steer its future responsiveness.

The National Advisory Commission on Libraries does not recommend that the Library of Congress have responsibility for the development, administration, or coordination of a national library system or for the administration of programs of library assistance or grants such as those carried on by the United States Office of Education, the National Science Foundation, and other agencies. That would be a deterrent to its main function as a national library. The Commission believes that the indispensable role of the Library of Congress is in the development and availability of its unmatched collections and in its unique cataloging and bibliographic services. These should be strengthened in every possible way.

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*This is true, for example, in connection with the previously mentioned acquisition and prompt central cataloging of foreign research materials not available through normal trade channels. To a considerable extent, this must now be accomplished through the transfer of funds appropriated to the United States Office of Education under Title II-C of the Higher Education Act of 1965 (P. L. 89-329) and the transfer of foreign currencies accumulated under Public Law 480.

Federal Institute of Library and Information Science

> RECOMMENDATION: Establishment of a Federal Institute of Library and Information Science as a principal center for basic and applied research in all relevant areas.

The National Advisory Commission on Libraries recommends that a Federal Institute of Library and Information Science be established to become a principal national center of research on library and information science in all its aspects. The Institute should have as one of its major responsibilities the system engineering and technical direction involved in the design and implementation of an integrated national library and information system, but the mission of this proposed Institute must range beyond matters of technological development and application to research into the changing needs of information users and the effectiveness of libraries and information systems in meeting these needs.

This recommendation is based on the striking contrast between the serious inadequacies of the nation's libraries and the rapid progress in the technology of information transfer. One of the great challenges of our day is to apply new technology to the operations of our libraries and thereby give each individual in our society easy and comprehensive access to the information resources he needs to make his work competent and his life meaningful.

The Commision recognizes that this goal will not be achieved by a single sweeping innovation, but rather by a succession of technical advances, some already within reach, others attainable by short-term efforts, and some approachable only through prolonged research activities. The times at which elements of new technology are introduced into specific libraries will also vary with the type of library service. Books and card files will be the mainstays of most small libraries for many years to come, but the large research libraries and a few special libraries will press for the earliest possible exploitation of new developments. Ultimately, the new technology will provide effective links from all information resources to all information users.

The uses of microfilm and document copiers are already familiar to every serious library user, even to some elementary school pupils. In the near future, gradual reduction in the costs of microfilm duplicates and full-size paper copiers will make on-demand duplication compete even more with traditional circulation of books and other materials in responding to many kinds of readers' needs. At a later time, as communication costs come down, we shall also see a more extensive adoption by libraries of telefacsimile transmission to distant users.

Of greater potential importance for future libraries than any past technical innovation will be the utilization of high-speed digital computers and their associated information-handling equipment, for the employment of computers in libraries has already led to high hopes for improved access to informational resources, in spite of the exponential growth of knowledge. Computers will most likely be applied to library operations in three successive stages. The computer has already demonstrated its usefulness as a rapid and efficient accounting device for the control of such library functions as acquisitions, circulation, serial records, and binding, as well as for general business operations; this is the first stage. Second, we are witnessing the initial successful attempts to apply the computer to bibliographic operations. The third and most exciting stage of computer involvement, which we are only beginning to approach, is the interaction between the library and the on-line computer community, in which a time-shared central computer is used as a general intellectual tool by many users working simultaneously at different terminals in a network. Development work is now in progress on the transmission of bibliographic data in such networks and on the more formidable problem of storing and transmitting the full text of documents.

In the course of time, different local networks will be interconnected and we shall see the emergence of regional, national, and international information-transfer networks. What we know today by the term "interlibrary cooperation" will be superseded by a much more fluid pattern of providing access to distant users without preventing concurrent access by local users. The evolution of these networks is the brightest promise of the new technology for libraries, but there are many technical, economic, and other problems that must be resolved before such networks can be operational.

The realization of all that is implied in this array of new technology can be achieved only by a substantial program of research and development. This Commission urges that the Federal Government should actively promote research and development in all aspects of technology as it relates to libraries and information transfer. To this end, the proposed National Commission on Libraries and Information Science should develop an integrated plan of support and cooperation involving the various Federal agencies now sponsoring such research and development work. Such a plan would greatly aid the continuation and strengthening of the current grant and contract program, which involves research and development projects at universities, private and public libraries, nonprofit research and development organizations, professional societies, and private companies.

The major Federal Institute recommended by the National Advisory Commission on Libraries can play an important role in the over-all plan. This Institute should itself undertake multidisciplinary research, development, and prototype application of all types of new technology as they relate to library and information science activities. Its program should be built on a foundation of basic research efforts directed toward better tools for the analysis of library and information requirements, quantitative measures for judging the value of existing systems and services, and an understanding of the relative value of various information-transfer media and of the role of interactive systems.

Supported by such basic investigations, the major research and development activities of the program should aim for further multidisciplinary efforts to improve library work -- for example: (1) through applications of new technology for purposes of saving labor, improving speed and accuracy, maximizing convenience and dependability, reducing costs, and performing tasks previously impossible; (2) through more effective devices for organizing, storing, transmitting, displaying, and copying information; (3) through more effective organization of manpower and service units; (4) through superior understanding of the theoretical foundations of library work and of the storage, organization, and communication of knowledge; (5) through understanding, based on comprehensive studies of both users and nonusers of libraries, both as to their library requirements and also the reasons for nonuse; and (6) through the resolution of legal problems, such as those relating to the photocopying of copyrighted material.

The apex of the overall plan for research and development should be a system of interconnected libraries, established as a prototype network, a model for information transfer by advanced techniques. Such a network, after attaining full operational success, would become the first step in the evolution of an integrated national library system. The National Advisory Commission on Libraries recommends that the proposed Institute should be given the system engineering and technical direction responsibilities for the design and implementation of such a system.

In all planning of technological applications in library work, in all library network or systems planning, a crucial element is the development and application of national standards for the compatibility and convertibility of data systems and techniques among libraries. The proposed Institute should take a leading part in bringing about such standardization.

Administratively and organizationally, the Government can choose among many different patterns in establishing a research and development Institute of the type here contemplated. It is recommended that this Institute be established within the Office of the Secretary of Health, Education, and Welfare. It may be helpful to point out that the models that were prominent in the Commission's thinking were the National Institutes of Health and the National Laboratories of the Atomic Energy Commission.

United States Office of Education

> RECOMMENDATION: Recognition and full acceptance of the critically important role the United States Office of Education currently plays in meeting needs for library services.

Recent legislation and Federal appropriations providing for: (1) major research programs that greatly accelerate the growth of new knowledge and (2) additional massive support for education at all levels place new and large responsibilities on the Office of Education. Its task would become even greater with the adoption of the National Advisory Commission on Libraries' proposals for a National Policy on library services for the nation's needs, the creation of a nationwide library network, and the widespread use of technological aids to improve library services.

The Commission recognizes the steps which the Office of Education has taken during this past year to strengthen and to increase the efficiency of its operations. The proposed organization of the Office's activities that affect libraries must focus on the most critical library problems: programs, professional education, facilities, research, planning, and development. In addition, the National Center for Educational Statistics must be in a position to collect on a continuing basis the pertinent and adequate library data -- urgently required and not now available -- for an appraisal of present programs and formulating plans for the future. But to carry out these key functions, the Office's staff must immediately be strengthened. The Commission urges the approval without delay of support for professionally trained, experienced people, with supporting staff, to serve in the library programs of the Office, particularly within its Division of Library Services and Educational Facilities. To provide the essential overall leadership, the National Advisory Commission on Libraries specifically recommends the appointment of an Associate United States Commissioner for Libraries, responsible directly to the Commissioner of Education.

With its library and information services programs properly organized and staffed, the Office of Education would be in a far better position to administer present and impending Federal legislation and to conduct efficiently more extensive activities on behalf of the libraries. It could then plan, extend, and coordinate, at the national level, all types of library services for schools, colleges, continuing and adult education, public libraries, research, industry, government, and other agencies. In doing so, it would assist greatly in providing the service to libraries so vital in our time.

The critically important role of the Office of Education in meeting the nation's need for services in support of libraries must be clearly recognized and fully accepted by the Federal Government.

State Library Agencies

> RECOMMENDATION: Strengthening State library agencies to overcome deficiencies in fulfilling their current functions.

Because State library agencies are unable to fulfill their current role adequately, far less their participative role in new joint ventures toward the objectives discussed in Chapter 3, State library agencies must be strengthened. This can best be done at this time by amendment of the Library Services and Construction Act (P. L. 88-269, P. L. 89-511, P. L. 90-154) authorizing aid specifically for such agencies to enable them: (1) to overcome staff shortages, (2) to provide better consultative services to public libraries, (3) to offer special information and library services to State Government, (4) to insure that a full range of library services is offered to the handicapped and disadvantaged, (5) to initiate and encourage research into library problems, and (6) to coordinate library planning for total library service. These are the areas where serious deficiencies currently exist.

In the long-range development of State-related library services, the principle of State matching should be retained. The National Advisory Commission on Libraries believes that Federal programs should give increasing attention to the building and strengthening of regional and interstate library programs where these appear to respond more effectively and efficiently to library needs.

Conclusion

The five recommendations discussed above are the result of the deliberations of the National Advisory Commission on Libraries from its establishment by Executive Order September 2, 1966, through June 1968. They are intended to provide structural innovations and realignments for a planned and coordinated approach to society's changing needs in the years ahead, as well as immediate actions to solve immediate problems. The order of presentation and relative length of descriptive text do not imply order of importance. All are major recommendations. Some relate to all the objectives discussed in Chapter 3; others relate more to one objective than another. All are aimed toward fulfillment of the National Policy presented in Chapter 2:

> RECOMMENDATION: That it be declared National Policy, enunciated by the President and enacted into law by the Congress, that the American people should be provided with library and informational services adequate to their needs, and that the Federal Government, in collaboration with State and local governments and private agencies, should exercise leadership in assuring the provision of such services.

SUMMARY OF OBJECTIVES AND RECOMMENDATIONS

The fundamental recommendation of the National Advisory Commission on Libraries, on which further recommendations are based, is that it be declared National Policy, enunciated by the President and enacted into law by the Congress, that the American people should be provided with library and informational services adequate to their needs, and that the Federal Government, in collaboration with State and local governments and private agencies, should exercise leadership assuring the provision of such services.

Objectives for Overcoming Current Inadequacies

- Provide adequate library and informational services for formal education at all levels.
- Provide adequate library and informational services for the public at large.
- Provide materials to support research in all fields at all levels.
- Provide adequate bibliographic access to the nation's research and informational resources.
- Provide adequate physical access to required materials or their texts throughout the nation.
- Provide adequate trained personnel for the varied and changing demands of librarianship.

Recommendations for Achieving the Objectives

1. Establishment of a National Commission on Libraries and Information Science as a continuing Federal planning agency.

2. Recognition and strengthening of the role of The Library of Congress as the National Library of the United States and establishment of a Board of Advisers.

3. Establishment of a Federal Institute of Library and Information Science as a principal center for basic and applied research in all relevant areas.

4. Recognition and full acceptance of the critically important role the United States Office of Education currently plays in meeting needs for library services.

5. Strengthening State library agencies to overcome deficiencies in fulfilling their current functions.

Appendixes

A. Text of the President's Statement and the Executive Order Establishing the President's Committee on Libraries and the National Advisory Commission on Libraries.

B. Select List of Special Studies

C. List of Regional Hearings

D. List of Commission Meetings and Witnesses and Guests at Each

A. TEXT OF THE PRESIDENT'S STATEMENT AND THE EXECUTIVE ORDER ESTABLISHING THE PRESIDENT'S COMMITTEE ON LIBRARIES AND THE NATIONAL ADVISORY COMMISSION ON LIBRARIES

1. Statement by the President

Our nation is providing better education to more citizens today than ever before. The result of this expanding effort in education is a rising demand for information -- and a tidal wave of new information touching every aspect of our lives: health, education, jobs, national defense, goods and services, transportation, communications and environmental use.

But merely piling up valuable new knowledge is not enough; we must apply that knowledge to bettering our lives.

In our effort to do this, we depend heavily upon the nation's libraries. For this reason, the Federal government will spend, next year, more than $600 million in the library field.

But money alone cannot do the job. We need intelligent planning and advice to see that our millions are spent well. We need to ask serious questions about the future of our libraries:

-- What part can libraries play in the development of our communications and information-exchange networks?

-- Are our Federal efforts to assist libraries intelligently administered, or are they too fragmented among separate programs and agencies?

-- Are we getting the most benefit for the taxpayer's dollar spent?

To help answer these questions, I have signed today an Executive Order creating the National Advisory Commission on Libraries, composed of distinguished citizens and experts.

I have asked the Commission to appraise the role and adequacy of our libraries, now and in the future, as sources for scholarly research, as centers for the distribution of knowledge, and as links in our nation's rapidly evolving communications networks.

I have also asked the Commission to evaluate policies, programs, and practices of public agencies and private organizations -- and to recommend actions which might be taken by public and private groups to ensure an effective, efficient library system for the nation.

I believe that this new Commission, aided by public and private efforts, will bring real advances in our progress toward adequate library service for every citizen.

Dr. Douglas Knight, president of Duke University in Durham, North Carolina, will serve as the Commission chairman.

The other members are: *

Proposed Membership for the National Library Commission:

Douglas M. Knight, President of Duke University -- CHAIRMAN

Verner Clapp, President, Council on Library Resources

Herman Fussler, Library, University of Chicago

Carl Overhage, M. I. T., Cambridge, Massachusetts

Theodore Waller, President, Teaching Materials Corporation, New York (resigned December 28, 1966)

Wilbur Schramm, Director, Institute for Communication Research, Stanford University

Launor Carter, Senior Vice President, System Development Corporation, Santa Monica

Caryl Haskins, Carnegie Institution, Washington, D. C.

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*See pages v and vi for the final official list of Commission membership.

William N. Hubbard, Jr., Dean, University of Michigan Medical School, and Chairman, EDUCOM

Alvin Eurich, President, Aspen Institute for Humanistic Studies, Colorado

Stephen Wright, former President of Fisk University, Nashville, Tennessee

Harry Ransom, Chancellor, University of Texas, Austin

Carl Elliott, former Congressman from Alabama

Estelle Brodman, Medical Library, Washington University, St. Louis, Missouri

2. Executive Order Number 11301

By virtue of the authority vested in me as President of the United States, it is ordered as follows:

Section 1. Establishment of Committee. (a) There is hereby established the President's Committee on Libraries (hereinafter referred to as the "Committee").

(b) The membership of the Committee shall consist of the Secretary of Health, Education, and Welfare, who shall be the Chairman of the Committee, the Secretary of Agriculture, the Director of the Office of Science and Technology, and the Director of the National Science Foundation, and may include, in addition, the Librarian of Congress who is hereby invited to be a member of the Committee. Each member of the Committee may designate an alternate, who shall serve as a member of the Committee whenever the regular member is unable to attend any meeting of the Committee.

Section 2. Duties of the Committee. (a) The Committee shall:

(1) Appraise the role of libraries as resources for scholarly pursuits, as centers for the dissemination of knowledge, and as compo-

nents of the Nation's rapidly evolving communications and information-exchange network;

(2) Evaluate policies, programs, and practices of public agencies and private institutions and organizations with reference to maximum effective and efficient use of the Nation's library resources; and

(3) Develop recommendations for action by Government or by private institutions and organizations designed to ensure an effective and efficient library system for the Nation.

(b) Such recommendations shall take into account the final report of the National Advisory Commission on Libraries established by Section 3 of this order, which report shall be transmitted to the President with the recommendations of the Committee.

Section 3. Establishment of Commission. (a) To assist the Committee in carrying out its functions under Section 2 of this order, there is hereby established the National Advisory Commission on Libraries (hereinafter referred to as the "Commission").

(b) The Commission shall be composed of not more than twenty members appointed by the President, none of whom shall be officers or full-time employees of the Federal Government. The President shall designate the Chairman of the Commission from among its members.

(c) The Commission shall meet on call of the Chairman.

(d) Each member of the Commission may be compensated for each day such member is engaged upon work of the Commission, and shall be reimbursed for travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U. S. C. 55a; 5 U. S. C. 73b-2) for persons in the Government service employed intermittently.

Section 4. Duties of the Commission. (a) The Commission shall transmit to the Committee its independent analysis, evaluation, and recommendations with respect to all matters assigned to the Committee for study and recommendations.

(b) In carrying out its duties under subsection (a), above, the Commission shall:

(1) Make a comprehensive study and appraisal of the role of libraries as resources for scholarly pursuits, as centers for the dissemination of knowledge, and as components of the evolving national information systems;

(2) Appraise the policies, programs, and practices of public agencies and private institutions and organizations, together with other factors, which have a bearing on the role and effective utilization of libraries;

(3) Appraise library funding, including Federal support of libraries, to determine how funds available for the construction and support of libraries and library services can be more effectively and efficiently utilized; and

(4) Develop recommendations for action by Government or private institutions and organizations designed to ensure an effective and efficient library system for the Nation.

(c) The Commission shall submit its final report and recommendations to the Committee no later than one year after the date of its first meeting, and shall make such interim reports as it deems appropriate for improving the utilization of library resources.

Section 5. Federal departments and agencies. (a) The Committee or the Commission is authorized to request from any Federal department or agency any information deemed necessary to carry out its functions under this order; and each department or agency is authorized, consistent with law and within the limits of available funds, to furnish such information to the Committee or the Commission.

(b) Each department or other executive agency the head of which is named in Section 1(b) of this order shall, as may be necessary, furnish assistance to the Committee or the Commission in accordance with the provisions of Section 214 of the Act of May 3, 1945 (59 Stat. 134; 31 U. S. C. 691), or as otherwise permitted by law.

(c) The Department of Health, Education, and Welfare is hereby designated as the agency which shall provide administrative services for the Commission.

Section 6. Termination of the Committee and the Commission. The Committee and the Commission shall terminate ninety days after the final report of the Commission is submitted to the Committee.

LYNDON B. JOHNSON

THE WHITE HOUSE

SEPTEMBER 2, 1966

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B. SELECT LIST OF SPECIAL STUDIES

One of the most ambitious endeavors undertaken by the National Advisory Commission on Libraries was to call for more than a dozen special studies on a wide range of subjects. Social science, history, political science, economics, information science, education, and library science were only some of the disciplines contributing to the studies -- all of which were performed within the limited space of a few months.

Most of these special studies, commissioned by or made available to the Commission, contributed at least partially to Commission decision-making, although there was by no means a total endorsement of every position or recommended action in even the most highly acclaimed studies. All will be made available to the United States Office of Education for consideration for the Educational Research Information Center (ERIC), and several will appear elsewhere -- notably in a forthcoming book based on Commission activity.

The list on the following page includes those special studies the Commission judged to be relevant to the problems with which it was concerned and worthy of serious consideration, although a few are of mostly descriptive value. Studies, or parts of studies, that were not completed in time for careful study by the membership are not included on the list, nor are those deemed to be of little or no immediate relevance to Commission decision-making in the form in which they were submitted.

Title of Study	Agency Conducting Study
1. Technology and Libraries	System Development Corporation
2. On Research Libraries*	American Council of Learned Societies
3. The Impact of Technology on the Library Building*	Educational Facilities Laboratories
4. The Federal Government and Libraries	Duke University
5. American State Libraries and State Library Agencies	Nelson Associates, Inc.
6. Impact of Social Change on Libraries	National Book Committee
7. On the Economics of Library Operation	Mathematica
8. The Use of Libraries and the Conditions That Promote Their Use	The Academy for Educational Development, Inc.
9. Special Libraries: Problems and Cooperative Potentials	American Documentation Institute
10. School Libraries in the United States	Nelson Associates, Inc.
11. Undergraduate and Junior College Libraries in the United States	Nelson Associates, Inc.
12. Public Libraries in the United States	Nelson Associates, Inc.
13. Libraries and Industry	Programming Services, Inc.

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*Not financed or only partially financed by the Commission but offered to ERIC.

C. LIST OF REGIONAL HEARINGS

Another project of the National Advisory Commission on Libraries was designed to acquire information on the people's needs for library and informational services. This was the series of regional hearings, held during the summer and early fall of 1967, at which subcommittees of Commission membership heard testimony from a variety of citizens, businessmen, professional people, farmers, white-collar and blue-collar workers, students, teachers, parents, and local, state, and national officials in communities of varying size throughout the nation. There was testimony representing the blind, the aged, and virtually all religious and ethnic groups in America.

The results contributed particularly to the Commission's consensus on the objective to "provide adequate library and informational services for the public at large" and on the recommendation for strengthening State library agencies. The need to solve library problems by effective manpower utilization was pervasive throughout all the hearings. The forthcoming book based on Commission materials will include highlights from the regional hearings and a complete list of all who testified. A summary table appears on the following page.

REGIONAL HEARINGS

Locale	Date 1967	Number of Witnesses
St. Louis, Missouri*	April 12	7
Tampa, Florida	September 8	25
Great Falls, Montana	September 11	30
Portland, Oregon	September 13	34
Anchorage, Alaska	September 15	22
Nome, Alaska**	September 16	--
Bismarck, North Dakota	September 18	42
Wilkes-Barre, Pennsylvania	September 22	23
Baton Rouge, Louisiana	October 4	48
Lubbock, Texas	October 6	47
Pikeville, Kentucky	October 20	64
Tucson, Arizona	October 27	24

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*This earlier meeting was actually held before the series of regional hearings was established.

**No transcript has been received in the Commission office, hence there is no record of the number of witnesses giving testimony.

D. LIST OF COMMISSION MEETINGS AND WITNESSES AND GUESTS AT EACH

The Members of the National Advisory Commission on Libraries convened formally on eleven occasions to hear testimony, to converse with both witnesses and guests, and to deliberate among themselves on a broad range of topics relevant to the study of library and informational services for the nation's needs. A list of these meetings of the full Commission appears below. The titles of the witnesses who gave formal testimony and of the guests who visited are shown as they were at the time of each meeting.

I. NOVEMBER 30, 1966 (WASHINGTON, D. C.)

Guests:

S. Douglass Cater, Jr., Special Assistant to the President

Harold Howe II, Commissioner of Education

Louis Hausman, Assistant to the Commissioner of Education

Jerome N. Bluestein, Administrative Officer, Office of the Commissioner of Education

II. JANUARY 7 AND 8, 1967 (NEW ORLEANS, LOUISIANA)

Witnesses:

An informal meeting was held on January 8 with representatives of the Association of Research Libraries Liaison Committee and the Committee on National Library-Information Systems. There is no transcript of this meeting.

III. FEBRUARY 13, 1967 (WASHINGTON, D. C.).

Witnesses:

Burton W. Adkinson, Head, Office of Science Information Service, National Science Foundation

Scott Adams, Deputy Director, National Library of Medicine

Andrew A. Aines, Technical Assistant, Office of Science and Technology, and Acting Chairman of the Committee on Scientific and Technical Information (COSATI) of the Federal Council for Science and Technology (FCST)

Foster E. Mohrhardt, Director, National Agricultural Library

IV. MARCH 5 AND 6, 1967 (NEW YORK, NEW YORK)

Witnesses:

Kathleen Molz, Editor, Wilson Library Bulletin

Jean Connor, Director, Division of Library Development, New York State Library

Edward G. Freehafer, Director, New York Public Library

Frank L. Schick, Director, School of Library and Information Science, University of Wisconsin (Milwaukee)

Bill M. Woods, Executive Director, Special Libraries Association

Frank E. McKenna, President, Special Libraries Association

Witnesses (continued):

Lester E. Asheim, Director, Office for Library Education, American Library Association

John M. Cory, Executive Director, New York Metropolitan Reference and Research Library Agency

John A. Humphry, Director, Brooklyn Public Library

Paul Wasserman, Dean, School of Library and Information Services, University of Maryland

Eric Moon, Editor, Library Journal, R. R. Bowker Publishing Company

V. APRIL 18 AND 19, 1967 (CHICAGO, ILLINOIS)

Witnesses:

American Library Association Representatives:

Mary V. Gaver, President
David H. Clift, Executive Director

American Library Association Panel Members:

Ralph U. Blasingame, Associate Professor, Graduate School of Library Science, Rutgers University

Keith Doms, Director, Carnegie Library of Pittsburgh

Frances B. Jenkins, Professor, Graduate School of Library Science, University of Illinois

Marion A. Milczewski, Director, University of Washington Libraries

Frederick H. Wagman, Director, University of Michigan Library

Witnesses (continued):

Eileen Thornton, Librarian, Oberlin College

Harold G. Johnston, Director, Detroit Metropolitan Library Project

Genevieve M. Casey, State Librarian, Michigan State Library

Gertrude E. Gscheidle, Chief Librarian, Chicago Public Library

Jesse H. Shera, Dean, School of Library Science, Western Reserve University

Don R. Swanson, Dean, Graduate Library School, University of Chicago

Ralph H. Parker, Dean, Library School, University of Missouri

James L. Lundy, President, University Microfilms

James G. Miller, Principal Scientist, EDUCOM

VI. MAY 22 AND 23, 1967 (WASHINGTON, D. C.)

Witnesses:

Present from the Library of Congress:

L. Quincy Mumford, Librarian of Congress

John G. Lorenz, Deputy Librarian of Congress

Elizabeth E. Hamer, Assistant Librarian

Marlene D. Morrisey, Executive Assistant to the Librarian of Congress

Paul L. Berry, Director, Administrative Department

Witnesses (continued):

Library of Congress Representatives (continued):

Lewis C. Coffin, Law Librarian

Roy P. Basler, Director, Reference Department

William J. Welsh, Acting Director, Processing Department

Marvin W. McFarland, Chief, Science and Technology Division

Abraham L. Kaminstein, Register of Copyrights

Lester S. Jayson, Director, Legislative Reference Service

Paul R. Reimers, Coordinator of Information Systems

Witnesses (continued):

Alice Ball, Executive Director, United States Book Exchange

Germaine Krettek, Associate Executive Director, American Library Association, and Director, ALA Washington Office

Edwin Castagna, Chairman, Legislation Committee, American Library Association

Paul Howard, Executive Secretary, Federal Library Committee

Henry J. Gartland, Director of Libraries, Veterans Administration

Burton E. Lamkin, Chief, Library and Information Retrieval Branch, Federal Aviation Administration

Hubert E. Sauter, Deputy Director, Clearinghouse of Federal Scientific and Technical Information

Witnesses (continued):

Melvin S. Day, Deputy Assistant Administrator, Office of Technical Utilization, National Aeronautics and Space Administration

Edward J. Bruenenkant, Director, Division of Technical Information, U. S. Atomic Energy Commission

Walter C. Christensen, Staff Assistant for Scientific Information, Department of Defense

Witnesses (continued):

Representatives from the Office of Education

Harold Howe II, Commissioner of Education

Grant Venn, Associate Commissioner, Bureau of Adult and Vocational Education

Lee Burchinal, Director, Division of Research Training and Dissemination

Ray Fry, Director, Division of Library Services and Educational Facilities

Eugene Kennedy, Chief, Library and Information Science Research Branch

Alexander Mood, Assistant Commissioner, National Center for Educational Statistics

Morris Ullman, Chief, Adult, Vocational, and Library Studies Branch

VII. JUNE 25 AND 26, 1967 (SAN FRANCISCO, CALIFORNIA)

Guests:

Maryann Reynolds, Librarian, Washington State Library

Lucile Nix, Library Consultant, Georgia State Department of Education - Public Library Unit (Library Extension Service)

Carma Leigh, Librarian, California State Library

VIII. SEPTEMBER 6 AND 7, 1967 (WASHINGTON, D. C.)

Guests:

Carolyn I. Whitenack, Associate Professor, Library and Audiovisual Education, Purdue University

Mary Helen Mahar, Chief of School Library Section and Acting Chief, Instruction Research Branch, U. S. Office of Education

William Knox, Vice-President, McGraw-Hill, Inc.

J. Lee Westrate, Senior Management Analyst, Bureau of the Budget

Louis B. Wright, Director, Folger Shakespeare Library

IX. OCTOBER 9, 10, AND 11, 1967 (WASHINGTON, D. C.)

Guest:

Barnaby C. Keeney, Chairman, National Endowment for the Humanities

X. NOVEMBER 27 AND 28, 1967 (WASHINGTON, D. C.)

XI. MAY 1, 1968 (NEW YORK, NEW YORK)